MANAGEMENT OF MOTORIZED RECREATION

on the
Umatilla National Forest

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Abstract

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Abstract: This paper provides guidelines for managers to utilize in the decisionmaking process for actions which may affect motorized recreation.

The situation on the Umatilla National Forest is described; the amount of roads, trails, and area available for motorized use are inventoried; issues are identified, and objectives are given. Soil and critical elk habitat resource information is identified and rated according to its suitability for motorized recreation use. Other resource attributes are considered.

The guidelines describe motorized recreation opportunities on roads, trails, and areas while keeping effects of vehicle use within acceptable operational limits. Information is available to allow uniform and consistent management of motorized recreation through use of the Forest Travel Plan.

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Executive Summary

Title: MANAGEMENT OF MOTORIZED RECREATION
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Use of motorized vehicles by people seeking outdoor recreation experiences on the Umatilla National Forest is widespread. Operation of the vehicles has potential to affect natural resources, cause safety problems, and create user conflicts. Forest managers need to manage the use, so that all Forest visitors have the opportunities for satisfying their needs, while keeping operational effects within acceptable limits. Forest visitors and managers need a common understanding of the situation and a consensus for management guidelines. Guidelines are needed so that uniform and consistent management can be reflected in the Forest Travel Plan.

There is a wide variety of activities which make use of different types of vehicles. Passenger cars and standard pickup trucks, high clearance four-wheel drive vehicles, motorcycles, snowmobiles, and three and four wheeled all-terrain vehicles (ATV's), are used regularly on the Forest.

Of the 1,402,469 acres of National Forest System lands, 919,868 are available for motorized recreation. However, rugged terrain, fallen logs, or thick vegetation prevent cross-country travel on most of the Forest. ORV's are used predominantly on roads and trails and seldom leave established routes. There are almost 6,000 miles of roads on the Forest. Approximately 24 percent of the roads have some kind of restriction for motor vehicle use. There are 689 miles of managed trails on the Forest. About 210 miles are suitable and available for trailbike use.

Although operators can operate vehicles with minimal effect on the environment and little conflict with other users (CEQ. 1979), the fact remains that some impact is inevitable. The issue is not **whether** vehicles have an environmental impact but **where** and **what kind** (Bennett 1973). If use of motorized vehicles is to be allowed on National Forest Lands, managers must accept their operational effects just as they do the effects of logging equipment, domestic grazing, and other traditional commodity resource uses.

Anadromous fisheries and elk habitat are two very important resources on the Umatilla National Forest. Salmon and steelhead require good water quality and proper stream conditions. There are two elk/road related issues which must be considered: 1) elk productivity, and 2) hunting recreation. Habitat effectiveness is particularly affected by the amount of roads open to motorized recreation. The existing open road density of 2.54 miles per square mile exceeds the desired density of 2.0 mi./sq. mi.

SECTION I: MANAGEMENT SITUATION

INTRODUCTION

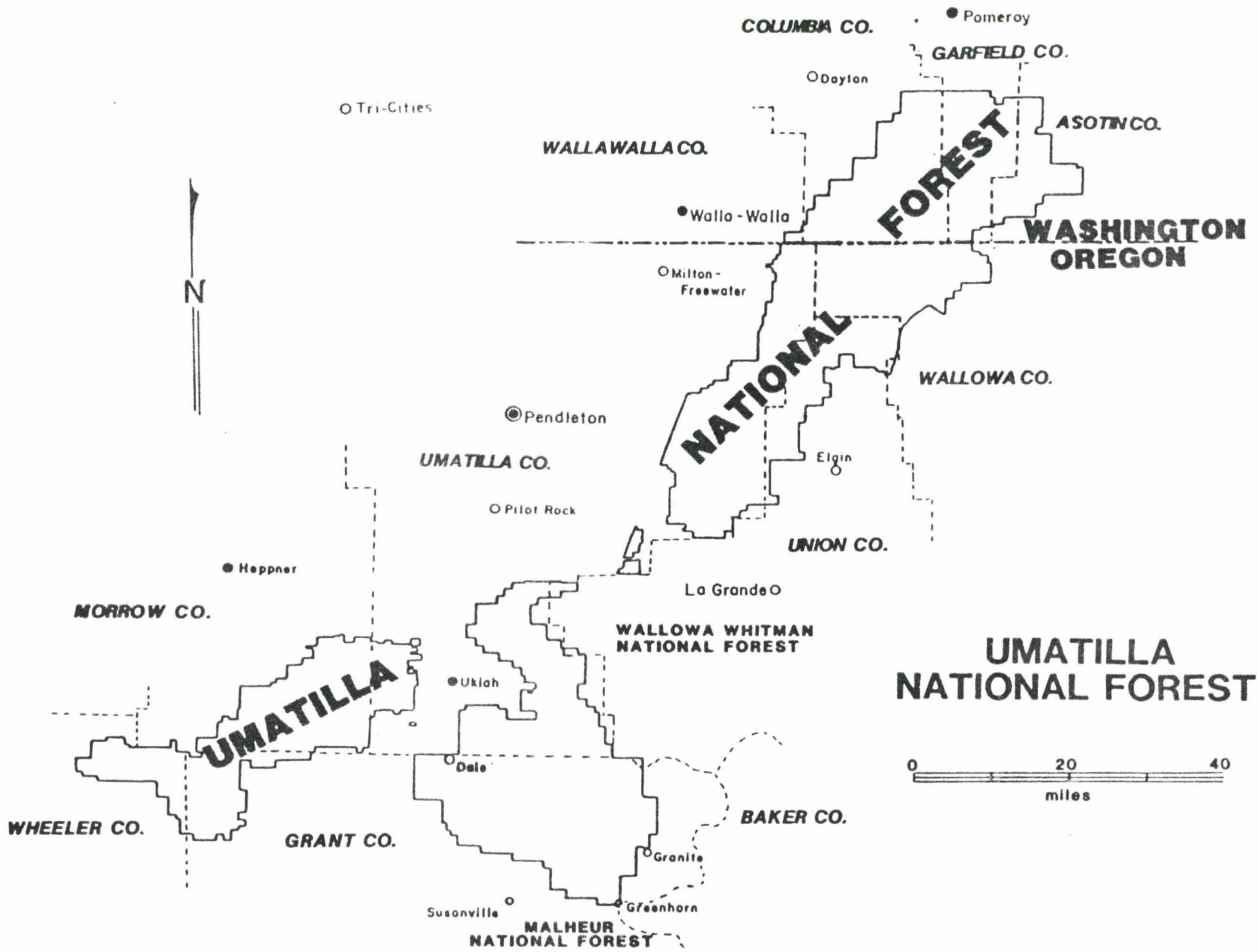
The Umatilla National Forest covers a portion of the Blue Mountain Range in northeastern Oregon and southeastern Washington. About 1.5 million acres are within the Forest Boundary. Almost 1.2 million acres are in Oregon with a little over 319,000 acres in Washington. Topographically, the Forest varies from undulating plateaus to rolling mountain ridges separated by steep canyons. Elevations range from about 1,900 feet to 8,000 feet above sea level. Plant communities range from "true alpine" at the highest elevations down through subalpine fir, lodgepole pine, mixed conifer, ponderosa pine, juniper, and sagebrush communities; to the grassland steppes at the lower elevations. Many complex factors, such as parent material, soil type, aspect, elevation, precipitation, and topography have combined to provide the mosaic of vegetational patterns apparent on the Forest.

The use of motorized vehicles is involved to some degree in all outdoor recreation on the Umatilla National Forest. In some cases it is merely a means of transportation to reach an activity area, while in other cases, the vehicle itself provides the recreational experience.

There is a wide variety of activities which make use of different types of vehicles. Passenger cars and standard pickup trucks are used on Forest roads for sightseeing. High clearance, four-wheel drive vehicles are utilized on all types of roads, but are valued for their ability to get off the beaten path and travel cross-country or on informal routes developed by users exploring unroaded areas. Motorcycles designed for off-road use are often used on Forest trails, unused roads, and for cross-country travel. Snowmobiles frequent unplowed Forest roads and open, moderately sloped areas and ridgetops of the Forest. The three and four wheeled all-terrain vehicle (ATV), which has seen explosive sales in this country during recent years, is used regularly in all portions of the Forest.

Motorized recreation occurs somewhere on the Forest practically every day of the year. Most use occurs during the big game hunting seasons in the fall. Mushroom hunters, cabin fever sufferers, and other outdoors people travel the Forest during the spring season. The Forest provides climatic relief during the summer months. The Blue Mountains offer snowmobiling to a large portion of the State's snowmobilers from December through March.

Forest managers have the discretion to make all portions of the Umatilla National Forest available for motorized vehicle use except for the classified Wildernesses. Forest managers have also made administrative decisions to prohibit or restrict use in certain other areas. Naturally, the roaded portions of the Forest receive the most use. Trailbikes and four-wheel drives (4WD's) negotiate unroaded terrain.


COLUMBIA CO.
Pomeroy
GARFIELD CO.
Dayton
Tri-Cities
ASOTIN CO.
WALLAWALLA CO.
FOREST
Walla-Walla
WASHINGTON
OREGON
Milton-
Freewater
NATIONAL
WALLOWA CO.
N
Pendleton
UMATILLA CO.
Elgin
Pilot Rock
UNION CO.
Heppner
La Grande
MORROW CO.
WALLOWA WHITMAN
NATIONAL FOREST
UMATILLA
Ukiah
Dale
BAKER CO.
WHEELER CO.
GRANT CO.
Granite
Greenhorn
Susanville
MALHEUR
NATIONAL FOREST
UMATILLA
NATIONAL FOREST
0
20
40
miles

- Encourage ORV use to remain on designated routes by using trail location and design, signing, and public information programs.

- Emphasize permitted activities rather than prohibited ones in signing and information, to minimize recreation user conflicts.

- Review the Forest Travel Plan annually and revise as necessary.

- Roads and trails shall be located, constructed, and maintained so that the streambanks and stream channels of Class IV streams receive as little disturbance as possible.

- Traffic management may be used to control access due to road structural limitations, safety considerations, road standards, or limitations imposed by resource management.

- Close and obliterate all roads not on the Forest Development System or authorized by permit, lease, or easement. Obliterated roads will be revegetated to provide stabilization and to return the area to its intended use.

- Road closures will be based on the following criteria (in accordance with Forest Service Manual (FSM) 7730):

    a. Need to protect the facility.
    b. Need to protect soil and water.
    c. Expected need or use.
    d. Safety of users.
    e. Need to protect critical cultural habitat.
    f. Need to maintain or improve habitat effectiveness for elk.
    g. Need to provide planned recreation experience opportunities.
    h. Cost of maintenance.

- All short-term (temporary) roads will be closed.

- Close long-term intermittent roads at the termination of sale or post-sale activities, as appropriate. Maintain these roads at Level I until needed for reentry (FSM 7705).

Several management areas have prescriptions which limit ORV use, road and trail management, and motorized use. These guidelines have not been implemented.

Zones of Use

National Forest System lands, including roads, trails, and other areas used by motorized vehicles, need to be designated for specific types of ORV or highway vehicle use as either (1) Open, (2) Restricted, or (3) Closed (FSM 2355.1). Open designation means that motorized vehicles may be operated without restriction (except for State and Federal laws pertaining to motor vehicles). Vehicle use may be "Restricted" by time or season of use, type of vehicle, vehicle equipment, designated area or route, or type of activity specified in orders issued under the authority of 36 CFR 261.

Table 1 Land Available For Motorized Use

Area		Acreage	Percentage
Total Umatilla National Forest Area			
Washington		311,203	
Oregon		1,091,266	
		1,402,469	
Prohibited Yearlong			
Wildernesses			
Wenaha-Tucannon			
Washington	111,048		
Oregon	66,417		
	177,465		
North Fork Umatilla	20,144		
North Fork John Day			
North Fork Unit	84,803		
Tower Unit	8,073		
Greenhorn Unit	13,921		
	106,797		
		304,406	21.7%
Forest Travel Plan			
1. Vinegar Hill/Indian Rock	14,500		
2. South Fork Walla Walla River	6,280		
3. Hello Boy Spring	5,600		
4. Scott Spring	1,920		
5. Wolf Spring	2,760		
6. Mill Creek Watershed	19,870		
		50,930	3.6%
		355,336	25.3
Seasonal Limitations			
Hunting Season			
1. Texas Butte	26,500		
2. Hogback	5,000		
3. Gordon Creek	4,800		
4. Middle Ridge	9,000		
5. Huntit	10,560		
6. Griffin Peak	11,200		
7. Wickiup	24,095		
Subtotal		91,155	6.5%
Winter Range			
1. Case Ridge	2,900		
2. Onion Flat	4,000		
3. Huckleberry/Indian Creek	4,500		
4. Lick Creek	15,000		
5. Bridge Creek	9,710		
Subtotal		36,110	2.6%
		127,265	9.1%
TOTAL RESTRICTED AREA		482,601	34.4%
TOTAL LAND AVAILABLE FOR MOTORIZED RECREATION		**919,868**	**65.6%**

Roads

Roads on the Umatilla National Forest have been developed to varying standards. A Forest road may be nothing more than two wheel tracks or it may be as much as a two-lane, paved surface. Table 2 summarizes the various types of roads on the Forest:

Table 2: Road Types

Type	Jurisdiction (Miles)		
	Forest Service	Other	Total
Primitive	1434	144	1578
Native	988	85	1073
Aggregate	2650	253	2903
Bituminous	74	100	174
Total	5146	582	5728

Primitive roads are basically two tire tracks developed by vehicles repeatedly traveling across a route. Alignment and grade often do not meet design standards and usually require four-wheel drive vehicles. These roads offer recreation opportunities for 4WD, trailbike, and ATV users. Native roads are usually designed roads constructed for resource management purposes. Native roads offer recreation opportunities for a wide variety of vehicles, but often require high clearance. Aggregate surfaced roads offer a wide variety of travel opportunities, depending on how they are maintained. Bituminous are high-standard roads suitable for passenger car travel. Some roads will have sectors of more than one type, e.g., native and aggregate surfacing. Approximately 56 percent of the roads are being maintained for high clearance vehicles.

Roads are frequently closed for resource management purposes. Closures may be yearlong or for specific time periods and specific types of vehicles. Roads closed to general traffic can be used to provide opportunities for trailbikes and ATV's. They are also good routes for mountain bicycles, which are becoming increasingly popular. Approximately 24 percent of the roads have some kind of restriction for motor vehicle use. Management plans intend to have 32 percent of the Forest transportation system maintained and managed for high clearance vehicles, 20 percent for automobile traffic, and 48 percent closed to all motorized vehicles. Some users enjoy "poor quality" roads as well as or more than better roads.

Closing Forest roads to motorized vehicle travel is difficult to administer and enforce. A recent study in northwestern Montana found that 38 percent of the closures (representing 44 percent of the mileage) were ineffective. Half of the ineffective closures were because of failure of the Forest Service to diligently insure that gates were kept closed and locked. One-fourth of the ineffective closures were due to vehicle trails which circumvented the closure structure. Only 10 percent of the ineffective closures (4 percent of the total gates) were caused by vandalism to the structures. Another 15 percent of the ineffective closures were attributed to delayed installation of closure structures (Hammer 1986).

All vehicles which travel on roads under Forest Service jurisdiction must be equipped and operated to comply with State law.

Although it is possible that skilled, courteous operators with properly tuned equipment can operate vehicles with minimal effect on the environment and little conflict with other users (CEQ 1979), the fact remains that some impact is inevitable . The issue is not **whether** vehicles have an environmental impact but **where** and **what kind** (Bennett 1973). If use of motorized vehicles is to be allowed on National Forest lands, managers must accept their operational effects just as they do the effects of logging equipment, domestic grazing, and other traditional commodity resource uses.

Soil Resource

A Soil Resource Inventory was completed on the Umatilla National Forest in 1975. Information about soils, parent rock, and plant community types is provided. The general information is used for extensive land management and resource planning. Management interpretations were made for all Mapping Units. Management interpretations for engineering, timber management, recreation, erosion and hydrology, range and wildlife factors provide guidelines for broad planning purposes (USDA Forest Service 1978).

Of the 58 different ratings given to each Unit, a few were selected to be used as indicators of suitability for motorized recreation use. The factors were: susceptibility to brush and pinegrass revegetation, potential impacts on the soil resource from timber harvest methods, trail suitability, natural stability, surface soil erosion potential, and sedimentation yield potential. Although some of these factors are not directly related to recreation management, the effects are similar. For example, ORV use can create soil disturbance which may destroy soil structure, cause compaction and increase erosion just as timber harvest does; the difference is in the magnitude. A trailbike leaves a track only five inches wide, compared to a skid trail which may be eight feet wide. The factors were combined to devise a composite rating indicative of which soils were suitable for motorized recreation use. The composite rating can be used by managers as a consideration for evaluating where vehicle use is appropriate. See Appendix A.

Wildlife and Fish

The Umatilla National Forest supports one of the largest Rocky Mountain elk herds in the country. Because of the regional and statewide importance of big game populations on the Forest and continued hunter demands, all Forest management activities that have the potential to adversely affect big game populations and their habitat are of high public concern. The Forest fish populations and associated riparian habitat are a significant resource. Based on the 1975-79 spawning escapement levels, the Forest produces an estimated 4 percent of the spring chinook salmon and 7 percent of the steelhead trout runs returning to the Columbia River system. Motorized recreation use should be compatible with the valuable wildlife and fish resource.

ISSUE ANALYSIS

The parts of the motorized recreation problem need to be identified and resolved if the whole problem is going to be solved. Specifically, who has concerns about the problem? What are those concerns? If the problem defined is solved, will the issues be resolved? If the issues listed are resolved, will the problem be resolved?

Table 4 summarizes the issues of interest by various groups. All segments of the public are interested in where motorized vehicles will be allowed on the Forest. The type of equipment and support facilities are of particular interest to groups most directly involved in use of motor vehicles. Other groups are concerned about the effect of vehicles on the environment, including the local economy. Casual sightseers and commercial users (especially log truck drivers) are frequently concerned about safety. Motorized recreationists often want to know how to find information about opportunities and regulations. Much of the public has a desire for uniform and consistent administration on various administrative units of the National Forest system so they'll know what to expect in their travels. They want to know how managers identify and implement changes in use regulations. Managers are concerned about how operational costs are affected by various management actions.

Table 4 (Continued) Concerned Individuals or Groups

Specific Concerns (Issues)	A	B	C	D	E	F	G	H	I
7. How will the public be made aware of opportunities and restrictions?	X	X	X	X				X	
8. How will administration be made uniform and consistent on various adm. units?	X	X	X	X					
9. How will management changes be identified and implemented?	X	X							X
10. How will management of motorized vehicles affect operational costs?									

* Concerned Individuals or Groups

A Sightseeing motorists (with passenger car, motorcycle, 4WD, ATV)
B Consumptive users (mushroom gatherers, hunters, berry pickers, etc.)
C ORV users (motorcycle, 4WD, ATV, snowmobile)
D Motorized vehicle trail users (trailbike, 4WD, ATV, snowmobile)
E State fish and wildlife management agencies (Oregon, Washington)
F Hikers and Equestrians
G Commercial Forest users (contractors, outfitters, permittees)
H Tourist related businesses (outfitters, resorts, motels, food services)
I Naturalists (individuals, organizations)

4. How will the amount and types of recreation opportunities affect the local economy?	7. Manage for a broad spectrum of outdoor recreation opportunities on the Umatilla National Forest which complement the lifestyles of local residents, and offers attractive settings for regional, State and National visitors. 8. Utilize outfitters to provide a variety of appropriate services which complement the recreation opportunities.
5. What type of facilities will be provided for motorized recreation?	9. Provide roads and trails designed for motorized use to provide varying difficulty levels. 10. Provide camping and parking facilities suitable for overnight and day use by people with recreation vehicles (RV). 11. Locations of facilities for motorized recreation should be located where good access is available and should be designed to accomodate the use. 12. Utilize funding made available by user groups to develop and operate facilities.
6. How will user safety be provided?	13. Design and manage facilities for levels of safety which are appropriate for the management objectives of the area. 14. Provide signing and information which will alert visitors of hazards which are different than what is expected or usually encountered in the area. 15. Encourage visitors to be familiar with safe operation of their vehicles and with hazards normally encountered.

Alternative 1	Continue to allow motorized vehicles to be operated according to the Unit Management Plans and the Forest Travel Plan.
Alternative 2	Allow motorized vehicles to be operated wherever their mechanical design will allow, except for the legal closure in wilderness. Expand educational efforts to instill a strong land ethic in all users of the Forest. Install resource protective measures in fragile areas to protect basic soil productivity.
Alternative 3	Allow motorized vehicles to be operated only where environmental conditions or constructed facilities can withstand use without being adversely affected.
Alternative 4	Manage use of motorized vehicles to provide a variety of recreation opportunities so that operational impacts, safety factors and user conflicts are within acceptable limits. Encourage off-road vehicle use to remain on roads, trails, and areas which are explicitly designed or designated for such use.

EVALUATING ALTERNATIVES

Alternative 1. Allowing motorized vehicle use according to current direction will make it available on well over half of the Forest acreage. About 4,000 miles of roads will remain open to motorized use. Motorcycle use will occur on over 200 miles of trails. Many of the restrictions will be imposed in big game winter ranges, but documented rationale for choosing many areas will be lacking; subject to the judgment of individual local managers. Opportunities for semi-primitive motorized recreation will be in short supply and the trend will remain for a continued reduction. Adequate facilities and areas will not be available for all types of vehicles, e.g., three or four wheeled ATV's. Information about motorized opportunities will be disseminated mostly by word of mouth by users and special interest groups.

Alternative 2. Allowing the maximum amount of motorized use on the Forest will result in all 5200 miles of roads and 600 miles of trails being available for motorized use. Opportunities for motorized recreation will exceed demand by a considerable amount, especially on roads. Over 2500 miles of primitive and native surfaced roads will need to be reconstructed to minimize erosion and rutting. About 50 percent of the trails will need to be upgraded to withstand the use. Habitat effectiveness for elk will be reduced to the point of jeopardizing herds from being maintained at desired populations. Although ample area for motorized recreation will be available, it will not necessarily be conducive to use by all types of vehicles. Access will make it very convenient for users to explore the recreation opportunities and share information by word of mouth.

MONITORING

What objectives should be monitored to see if management has resolved the problem?

Table 6 Monitoring

Objectives to be Monitored	Mechanism used to Monitor Objectives	Results That Will Trigger Action to Re-examine the Decision
What is the range of settings available?	-ROS Inventory	- Semi-primitive Motorized area reduced below existing levels by more than 15 percent.
What roads, trails and areas are provided for motorized use?	-Transportation Information System (TIS) -RIM-Trails -Travel Plan -36 CFR 261 Orders	-Open road density less than 2.0 mi./sq.mi. or greater than 2.5 mi/sq.mi. -Fewer than 200 miles of trail open to motorized use. -Restrictions on more than 25% of the nonwilderness area of the Forest
What types of vehicles are accommodated?	-RIM Trails -ROG	-Public indication that common types of recreation vehicles are not being accommodated.
What operational impacts are being incurred?	-ORV Reports -Field observations -Public comments -Photo points	-Exceeding standards for water quality, HEI, accident rates, property, or resource damage, etc.
What information is being provided for the public?	-Number of brochures, information boards, signs, media articles, etc.	-Inaccurate written information -Lack of area specific information -Public requests for basic information
Are closures and restrictions effective?	-Field observations -Public comments	-Agency neglect -Repeated vandalism -Repeated public comments

SECTION II

GUIDELINES FOR
MOTORIZED RECREATION MANAGEMENT
ON THE UMATILLA NATIONAL FOREST

APRIL 1987

I. INTRODUCTION. The use of motor vehicles for recreational purposes is widespread on the Umatilla National Forest. Operation of the vehicles has potential to affect natural resources. Forest managers need to manage the use so that all Forest visitors have the opportunity for safely satisfying their needs with minimal conflict. Forest visitors and managers need a common understanding of the situation and a consensus for management guidelines. Guidelines are needed so that uniform and consistent management can be reflected in the Forest Travel Plan.

The Forest Travel Plan is a very visible and important action which directly affects the public. What they see forms their impression of the Forest Service and Forest Service managers. Travel restrictions must be consistent, clear, and easily understood.

These guidelines should be considered when making decisions which affect motorized recreation opportunities on the Umatilla National Forest.

II. CRITERIA AND CONSIDERATIONS FOR DETERMINING WHERE TO ALLOW MOTORIZED USE OF UMATILLA NATIONAL FOREST ROADS/TRAILS/AREAS

A. Resource Criteria (Mandatory). Roads, trails, and areas open to motorized use must meet these criteria. There may be a few roads, trails, or areas which cannot be restricted to meet the wildlife, soils, or recreation criteria and these need to be identified, with rationale for an exception provided in each case. This will provide documentation which will be useful in tracking a decision, and will provide a chance for public response.

1. Wildlife

a. Elk Summer Range. Appendix B explains the road density situation. Summer range habitat should be classified as High, Medium, or Low value based on the following components of elk summer/fall range:

(1) Available surface water, poorly drained as opposed to well drained areas.

(2) Flat ground (less than 40 percent slope as opposed to steep ground, greater than 40 percent slope).

(3) Cool, moist habitat, as opposed to hot, dry habitat.

(4) High habitat diversity.

(5) Elevation -- areas located above winter range.

(6) Winter range available and adequate for the amount of summer range identified.

2. Sensitive Soil and Road Maintenance - Where significant amounts (defined as greater than one-quarter mile) of any road with primitive or native surfacing are located on soils which have high sedimentation yield potential and very severe surface soil erosion potential*, wet-season restrictions will be applied as a minimum.

3. Recreation Criteria:

   a. Provide an appropriate and diverse range of opportunities for motorized vehicles within the segments of the Recreation Opportunity Spectrum (primitive, semi-primitive nonmotorized, semi-primitive motorized, roaded natural, roaded modified, and rural).

   b. Establish areas on the Forest to provide walk-in hunting opportunities during hunting season; provide other areas convenient for use by vehicles.

   c. Close groomed ski touring and snowmobile areas to highway vehicles during the winter months to prevent damage to maintained routes.

   d. Evaluate design standard, maintenance frequency, and management objectives of trails and primitive roads being considered for motorized use.

   e. Motorized vehicles with more than two wheels will be prohibited on system trails [36 CFR 261.12(e)] which have tread widths less than 40 inches.

   f. Emphasize trail and road opportunities for ORV recreation, not hill climbing or cross-country travel.

B. Resource Considerations (Not mandatory)

1. Wildlife:

   a. For roads and motorized trails to be left open in summer elk range, those within major drainage bottoms are less impacting than those on ridgetops.

   b. Midslope roads or motorized trails in summer elk range are less impacting than ridgetop systems, but more impacting than drainage bottom systems.

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* See Soil Resource Inventory (USDA 1978)

d. In cases where system trails are routed over closed roads, ensure consistency of trail and road management objectives (i.e., if the trail is open to motorized vehicles, the road should be open also).

e. When necessary to close roads, trails, or areas to protect resource values, place restrictions on the specific type of vehicle, location, and period of time in which the problem is occurring (i.e., snowmobiles restricted only where conflicts exist with wildlife and skiers).

f. Consider the public demand and unique values of each road, trail, and area prior to implementing restrictions (i.e., scenic overlooks, berry picking, access for hang gliding, local appeal, loop drive, etc.). Provide appropriate public notification.

g. Opportunities for various types of vehicles (passenger car, 4WD, trailbike, ATV) should be available so that several days can be spent at the activity during a period of time. Provide varying degrees of difficulty; 20 percent of the routes easiest, 60 percent more difficult, and 20 percent most difficult would be a good mix to strive toward.

h. Make specific closures necessary to provide for public safety (e.g., snowmobiles may need to be restricted on plowed roads in the winter). It is important to separate small ORV's (e.g., trailbikes and ATV's) from larger four-wheel vehicles (Rasor 1981).

i. Reference planning criteria for "Off Road Vehicles Management," FSM 2355.1.

j. Coordinate restrictions on lakes with the Oregon Department of Fish and Wildlife.

k. Support facilities for ORV's (parking, camping, loading/unloading ramps, etc.) should be located near high standard access roads, within a two hour drive of a population center.

l. See Appendix D for additional explanation of use of the Recreation Opportunity Spectrum (ROS) in the Travel Plan.

4. Range - Consider closures when necessary to prevent the introduction of noxious weed seed to noninfested or critical areas.

5. Water Quality - Consider closures where necessary to protect water quality of municipal watersheds.

6. Cultural Resources - Consider closures if motorized vehicles could damage significant historic or prehistoric resources (e.g., Fremont Powerhouse and Target Meadows).

SECTION III

FOREST TRAVEL PLAN ADMINISTRATION

I. DISTRICT COORDINATION

The following are Ranger District responsibilities for implementing and administering the Forest Travel Plan:

A. Participate in the development, implementation, and monitoring of the Umatilla National Forest Plan to ensure that motorized vehicles are properly managed on roads, trails, and other areas.

B. Appoint a representative to serve as District Travel Plan Coordinator to assist with the annual review and/or revision of the Umatilla National Forest Travel Plan, and to coordinate District level travel management tasks.

C. Monitor motorized travel on the District and prepare annual reports for use in the revision of the Travel Plan (e.g., Annual Off Road Vehicle-RIM Report, FSM 2355.81, and Off Road Vehicle Monitoring Report, Umatilla National Forest Plan, monitoring item page 5-6).

D. Provide information to the Forest Supervisor concerning:

1. Local problems of implementation and enforcement.

2. Local issues/concerns and need for involvement and cooperation with interested individuals, groups, clubs, and agencies.

3. Annual costs of Travel Plan implementation operation, maintenance, and enforcement.

4. Appropriate distribution of charges to benefiting functions.

5. Opportunities to promote public safety and reduce hazards. Include in the Forest Travel Plan.

6. Opportunities to reduce conflicts between user groups. Establish or revise standards for type, size, noise levels, exhaust emissions, and speed of motorized vehicles.

7. Revised Travel Plan Map. Revise map and maintain a record of changes needed for the next update.

8. Resources affected by motorized vehicle use. Provide site specific inventory information, e.g., fragile areas, sensitive wildlife habitat, nesting sites, etc.

E. Ensure that new closures approved in project activities are picked up on next Travel Plan update and that "Orders" are prepared, approved, and published for the interim period. The District Ranger will recommend needed changes, but the Forest Supervisor and the Forest Management Team needs to make the final decision.

F. Utilize standard closure devices and signing on all closures or obtain approval of Forest Supervisor for exception.

b. Other information is optional:

(1) Type of closure (gate, earthen mound, obliterated road, etc.)
(2) Ownership of locks
(3) History of vandalism and other problems
(4) Needs (drainage dips, erosion bars, signs)
(5) Scheduling of firewood openings for each road
(6) Agreements
(7) Coordination with others
(8) Public involvement (Decision Notices, News Releases)

K. Coordinate with the Forest Public Affairs Officer for needed News Releases (i.e., emergency closures, temporary openings for firewood gathering, special recreation events, noncompliance problems, etc.).

L. Consult District staff and other employees on proposed Travel Plan changes. Encourage a high level of District commitment to Travel Plan objectives.

M. Provide adequate patrol and enforcement to inform Forest visitors of program and obtain compliance.

N. Follow specific guidelines in FSM for travel restrictions:

FSM 2353 R6 SUPP 15 8/68
FSM 2355
FSM 2355.2 UMA SUPP 3 9/83
FSM 2633.1 R6 SUPP 31
FSM 5353
FSM 7730
FSM 7770.3 UMA SUPP NO. 5

II. CLOSURE DEVICES

A. Specific types of closure structures. The following are types of closures suitable for the Forest, depending on the needs for each site:

Table 6. Cost of Road Closure Structures

Type of Closure	Estimated Installed Cost	Estimated Average Annual Maintenance Cost
Versatile		
Swing Gate	$920	$160
Powder River Gate	200	20
Signs	250	80
Semi-permanent		
Concrete Barrier	700	40
Earth Barrier	200	0
Reshaping Slope	550	0

b. Applicable Type Closure Device

(1) Ten foot concrete barrier (highway type divider)
(2) Setting concrete barrier post in road/way. (Removal of one post would permit travel.)
(3) Gate or signing.
(4) Earth barrier
- Reshaping slope

III. GATE COLOR

To promote visibility, the galvanized silver color should be used , except in campgrounds or areas of high visual sensitivity that may justify the brown color.

If brown is used, Rustoleum Rust-O-Crylic No. 5777 (cocoa brown) is suggested. This is a water reducible acrylic emulsion with rust inhibitive pigmentation.

IV. CLOSURE DATES. Dates need to be consistent across the Forest.

Table 7 Standard Closure Dates

Reason For Closure	Restricted Period
Sensitive Soil Areas	October 15 - June 15
Elk Summer Range (See Criteria)	Yearlong, except snowmobile routes open after December 1
Winter Range	December 1 - April 30
Walk-in Elk Hunting	October 15 - November 20
Snow Trails	December 15 - April 30
Facility Protection	Variable
Recreation Opportunity	Variable

Where multiple reasons for restrictions exist, yearlong closures may be appropriate. Standard dates should be used whenever possible. In a few cases, other dates may be needed. There is a clause on the Travel Plan Map to allow the District a few days to open or close a gate from the date specified on the map.

V. EXISTING CLOSURES

Unless conditions have changed, existing restrictions are expected to continue in order to accommodate open road density objectives such as protection of the elk summer range. Some date adjustments may be necessary to comply with standard dates listed above.

New or future restrictions should use the existing closure sites and structures, if feasible. For example, a gate which provides walk-in hunting may be used to implement a summer elk range closure, even if it is not in the optimal location.

2. Any closure device rendered ineffective due to such actions as vandalism, bypass of the closure, or accidental damage, should be rendered serviceable within 1 week after its ineffectiveness has been reported. Repair or replacement of signs should be accomplished at least annually, and sometimes more frequently during high use periods.

Funding for administration, repairs, or replacement will be allocated based on a formula involving considerations such as number of closure devices and/or frequency of damage, or violations of the Travel Plan. Each District is responsible for submitting a comprehensive Travel Plan budget. Functional programs will be assessed based on their proportional responsibility for Travel Plan closures.

IX. ADMINISTRATIVE USE OF ROADS

A. Policy for granting administrative exceptions:

1. Districts will be responsible for scheduling work activities to avoid the necessity of motorized use behind closures. However, it is not always possible to avoid activities in restricted areas. Administrative exceptions may be granted under the following conditions:

    -Emergencies (fires, search and rescue, etc.)
    -Law enforcement activities (NOT routine patrols)
    -Permittees with special needs (range, special use permit)
    -Mining access (covered by a Plan of Operation)
    -Private land behind a gate
    -Timber sale or other contract activities
    -Administrative Use

2. Permitted exceptions will normally NOT be permitted to the public. If a work project requires frequent, recurrent access by contractors, loggers or other cooperators, the area will usually be opened to the general public during the period of activity.

3. Administrative exceptions will be relatively liberal for projects by Forest Service personnel when infrequent or short-term access to restricted areas during the summer field season is required. Permits should not be because of poor work planning; plan activities outside the closure season whenever possible.

4. Hunting Season. Hunting season is a particularly sensitive time when work behind closures should be avoided. Exceptions will be granted during the hunting season ONLY for very important projects or routine projects highly dependent on seasonal conditions (burning, tree planting, etc.). When administrative exceptions are required for cooperators during the hunting season, hunting (or the appearance of hunting--i.e., carrying a rifle) from vehicles or retrieval of game will not be allowed.

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APPENDICES

Appendix A: SOIL RESOURCE FACTORS FOR MOTORIZED USE

Appendix B: ELK/ROAD SITUATION

Appendix C: ELK SUMMER RANGE

Appendix D: USE OF THE UMATILLA NATIONAL FOREST RECREATION OPPORTUNITY SPECTRUM INVENTORY IN TRAVEL PLANNING

Appendix A: SOIL RESOURCE FACTORS FOR MOTORIZED USE

The 1978 Soil Resource Inventory for the Umatilla National Forest was prepared to provide basic, fundamental facts about the soil and related resources. The inventory identified 222 mapping units with summaries of management interpretations given for each. The following factors were considered to be indicators of suitability for motorized recreation:

Susceptible to Brush Revegetation
Susceptibility to Pinegrass Revegetation
Harvest Potential Impact on Soil Resource
Trail Suitability
Natural Stability
Surface Soil Erosion Potential
Sedimentation Yield Potential

Procedure:

The factors were entered into a data base. The high, medium, low ratings were converted to a numerical equivalent. A numerical rating of 3 was given to desirable rating, ranging down to 1 for undesirable traits. These ratings were then weighted depending on how significant the factor was judged to be, and how valid the basic inventory item seemed to be. A score for each mapping unit was calculated by adding the products of the numerical ratings with their corresponding weights. The SRI mapping units were then ranked according to their scores. A listing was made for trail and road motorized use and another for ORV use.

Results:

Motorized Trail Use--(Refer to Table A-1)

The Soil Resource Factors for Motorized Trail Use indicate soil mapping units where priority should be given for constructing or promoting trail use by motorcycles and ATV's. Areas with Suitable rated soils should also be able to withstand use by vehicles on primitive and native surfaced roads. If routes through areas with soils rated unsuitable are to be maintained and managed for vehicle use, priority should be given to reconstructing them. Over half (141) of the SRI map units are suitable for motorized trail management. Only 22 are rated Unsuitable.

ORV Use--(Refer to Table A-2)

The Soil Resource Factors for ORV Use indicate suitability of soil mapping units for allowing use by vehicles without limiting them to designated routes. Suitable areas would not normally be closed to ORV use for soil resource protection reasons. Consideration should be given to restricting vehicle use to designated routes or prohibiting use on soils rated Unsuitable.

SRI map units not listed have a moderate score and would need evaluated on a case by case basis.

Table A-1 Soil Suitability for Motorized Trail Use

Suitable	Suitable	Suitable	Unsuitable
1	73	314	43
2	74	321	59
2	75	324	91
4	76	346	92
6	80	366	129
7	81	373	149
8	83	376	211
9	84	413	229
10	85	419	313
12	85	437	351
12	86	449	441
13	87	451	596
13	88	463	693
14	89	466	730
14	90	469	900
15	93	472	912
16	94	475	919
17	95	476	927
18	124	496	928
19	128	524	935
21	130	547	960
22	133	568	997
23	135	576	-
24	138	584	-
24	139	593	-
26	141	669	-
29	158	672	-
30	159	674	-
40	163	675	-
41	165	684	-
41	166	697	-
43	173	738	-
46	174	743	-
46	180	746	-
47	189	812	-
48	194	818	-
49	201	848	-
50	209	853	-
52	212	867	-
53	213	869	-
56	231	872	-
57	233	894	-
58	234	947	-
64	242	948	-
66	245	951	-
69	310	958	-
70	311	991	-

Table A-2 Soil Suitability for ORV Use

Suitable	Suitable	Unsuitable	Unsuitable
1	165	5	463
2	173	7	472
2	174	11	473
3	194	14	486
8	199	26	487
9	201	30	496
12	209	31	567
12	213	34	576
13	231	41	596
13	249	42	657
14	291	43	659
15	314	48	672
17	469	56	677
18	475	59	678
19	479	60	693
20	489	67	697
21	512	68	730
23	519	70	853
24	524	71	869
29	568	72	872
34	584	76	925
39	593	76	927
40	674	85	928
46	675	87	948
52	689	92	997
64	738	124	-
74	746	133	-
75	812	159	-
77	848	189	-
80	867	191	-
81	877	212	-
83	891	224	-
85	895	229	-
89	911	321	-
90	914	323	-
91	915	346	-
93	918	348	-
94	920	373	-
95	922	413	-
128	924	419	-
138	935	427	-
139	947	441	-
141	951	442	-
158	958	449	-
163	991	451	-

Appendix B: ELK/ROAD SITUATION

Habitat Effectiveness Index

The 1982 Habitat Effectiveness Index (HEI) was rated at 60. The minimum index to maintain the elk herd at the desired population of 21,600 animals is 57. An open road density of 2.0 miles per square mile is needed to keep the HEI near the desired level.

Amount of Roads

A recent assessment indicates following roads are on the Forest:

Road Class	Total (mi.)	Open (mi.)
Arterial	248	248
Collector	1,178	1,178
Subtotal	1,426	1,426
Local	3,720	2,438
TOTAL	5,146	3,864
Road Density (mi./sq. mi.)	3.40	2.54

Elk/Road Issues

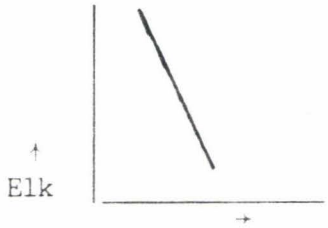
There are two elk/road related issues which must be considered: (1) hunting recreation, and (2) elk productivity.

1. HUNTING RECREATION

This is an issue stated by some who feel open roads reduce hunter opportunity. To provide hunting areas where motorized access is reasonably convenient, yet not frequently interfering with the hunt, open road density should be no higher than 1.9 miles of open road per section during the hunting season.

2. ELK PRODUCTIVITY

As open road density increases, elk productivity decreases.



A road density of 2.0 miles per square mile is required to maintain herd size at desired levels. An open road density of 2.0 mi./sq. mi. indicates a need to achieve a total of 3,030 miles of open roads. This assumes all arterial and collector roads are open and local roads are closed as necessary to meet density standards.

Road Density Analysis

Current Situation. So where are we? Road closures are sometimes reopened, either for management purposes or inadvertently. Therefore, if 3,846 miles of our 5,146 total are designated open and 30 percent of the "closed" 1,318 miles (or 390 miles) are open, then a total of 4,236 miles could be open at any point in time (2.8 mi./section). This indicates that at least 834 more miles of roads need to be closed, and probably 1206 miles.

Worst Case. Under the worst scenario, 90 percent of the collector roads are open and 90 percent of the local roads are open (not counting hunting season).

Therefore, the situation could be:

Arterial/Collectors Open	1,308 miles
Local Roads Open	3,348 miles
TOTAL	4,656 miles

This would indicate the Forest is 1,626 miles open over our stated plan objective and will result in an Open road density of 3.1 mi./sq. mi.

Best Case. Under a best case (optimistic) scenario, if we assume we can close 10 percent of our collector roads resulting in 10 percent of the total locals closed behind them, and an additional 50 percent of the remaining locals closed year-round on a case-by-case basis, then our average would be 1,674 miles closed. This would result in 3,472 miles of open road, or an open road density of 2.3.

None of the above recognizes that temporary or nonsystem roads are numerous on parts of the Forest and many remain open.

Conclusion. This analysis indicates that the amount of road open to motorized vehicle travel is excessive if the Habitat Effectiveness Index needed to maintain the elk herd at Management Objective levels is to be attained. It is likely that an additional 1,000 miles of road would need to be closed to meet the objective.

Alternatives:

1. Change the elk populations to reflect lower elk output. This would conflict with objectives of State big game management agencies.

2. Change the elk productivity coefficients with respect to open road density. There are no research data which would indicate the coefficients used in the Forest Plan were incorrect.

3. Attempt to meet the goal of 3,030 miles of open roads, either as a revision in the next Travel Plan or phased through the next several revisions. To meet this goal would require year-round closure of about 30 percent of the existing local roads that are now open to motorized vehicles.

4. Attempt to stratify the elk summer range areas into high, moderate, and low suitability. Close most new roads in moderate or high suitability areas to maximize elk effectiveness, and compensate for excess open roads in low or moderate elk suitability. Close existing and new roads to meet the criterion of 1.1 to 1.3 miles of open roads per section in roaded areas presently having high elk suitability. Areas of high demand for road oriented recreation might be exempted. Other areas with high erosion potential could be closed seasonally to prevent stream sedimentation and reduce road maintenance costs. Firewood gathering could be scheduled periodically (once per 5 years) to capture accumulated biomass while it is still usable. Elk populations would need to be monitored to see if additional changes were needed to meet Forest elk increase goals.

Appendix C: ELK SUMMER RANGE

Summary information of the Soil Resource Inventory (SRI) mapping units contain attributes which are in common with elk summer range. Plant community type, physiographic position, aspect, slope, vegetative cover, water holding capacity, and other information in the inventory gives a good indication of suitability for elk summer range. The SRI units can be used for a first approximation of where the summer range is located using the Forest database. A review of the SRI data was done to select the SRI types for high and moderate suitability. High ratings were given to units with northerly aspects, 0-30 percent slope, 80-100 percent cover, indications of poor drainage, and other remarks indicating heavy summer use by elk. Moderate rating were given to units which had some of the attributes or were marginal. Obvious hot, dry units were not rated and assumed to be low value for summer elk habitat. Table C-1 shows a listing of the SRI units which should be high or moderate value elk summer range.

Table C-1 Suitability for Elk Summer Range

High Value	High Value	Moderate Value	Moderate Value
10	158	1	59
11	159	2	60
21	212	3	67
30	449	4	68
31	472	6	73
41	473	7	74
47	476	9	75
50	519	12	76
51	662	13	81
53	669	14	83
56	743	15	85
58	872	16	88
66	-	17	89
71	-	18	90
72	-	34	189
82	-	39	313
86	-	40	315
87	-	42	351
114	-	43	376
124	-	48	419
130	-	49	441
133	-	52	746
135		58	

Appendix D: USE OF THE UMATILLA NATIONAL FOREST RECREATION OPPORTUNITY SPECTRUM INVENTORY IN TRAVEL PLANNING

Initial ROS mapping has been completed for the Umatilla National Forest and needs to be considered in the development of the Forest Travel Plan. Following are some guidelines for consideration by travel planners on each Ranger District:

1. A goal of the Forest is to provide a wide spectrum of recreation opportunities and experiences, with emphasis on dispersed areas.

   The initial ROS inventory indicates the Forest currently provides the following settings:

	Approximate Acreage
Primitive (P)	3%
Semi-primitive Nonmotorized (SPNM)	23%
Semi-primitive Motorized (SPM)	10%
Roaded Natural (RN)	36%
Roaded Modified (RM)	28%
Rural (R)	>1

   Well over one-half of the Forest acres are in the Roaded categories and more will be converted through future development. The Forest has few acres in the Primitive (P) and Semi-primitive Motorized (SPM) settings.

   Consideration should be made to maintain or create more settings at the primitive end of the spectrum for motorized use. The Semi-primitive Motorized setting is very small (10 percent) at present. We need to preserve a reasonable portion of the Forest for use by motorized groups in appropriate locations.

2. While we cannot expect to provide for a balance of all settings on every Ranger District, we can use the Travel Plan to preserve the diversity which does exist.

3. The Roaded setting provides for a spectrum of opportunities ranging from "areas closed to all motorized vehicle use" to those "open season long." Since this ROS class occupies so much of the land in Region 6 National Forests, it has been segmented into "Roaded Natural" and "Roaded Modified" to provide for a variety of activities and experiences compatible with the Roaded Natural and Rural characterizations. (See pages 6-7, ROS Users Guide.)

4. Emphasis should also be placed on providing for diverse opportunities near population centers or where access is to high standards. Where possible, use the Travel Plan to separate conflicting user groups on specific travel routes.

SUMMARY:

1. Increase number and size of Primitive and Semi-primitive settings to provide balance.

2. Preserve or increase opportunities for motorized use in Semi-primitive settings.

3. Provide diverse settings on each Ranger District to the extent that management plans allow.

4. Stratify the Roaded Natural and Roaded Modified settings into logical segments, providing for a spectrum ranging from "no motorized use" to "season-long motorized use."

5. Emphasize diverse opportunities near communities by separating conflicting user groups.

Exhibit 1

U.S. Department of Agriculture--Forest Service
UMATILLA NATIONAL FOREST

TRAVEL CLOSURE PERMIT

When signed by an authorized officer, this single-visit permit authorized:

Name: _____

Address: _____

City: _____ State: _____ ZIP: _____

State License No.: _____ Phone: _____

To enter the _____ Closure Area/Route

Date of entry: _____ Time: _____

Date of exit: _____ Time: _____

Route to be traveled (show on map if necessary): _____

_____

Number of persons in group: _____

Vehicle Make/Model: _____

Color: _____ License No. _____ State: _____

Purpose of Entry: _____

_____

Condition of Use: _____

_____

I agree to abide by all laws, rules, regulations and conditions which apply to this area, road or trail.

Permittee signature: _____ Date: _____

Issued by: _____ Date: _____
(Signature) (Title)

Ranger District: _____

Exhibit 2

TRAVEL PLAN DATA BASE

NAME _____(18)	ROAD OR TRAIL NAME
NUMBER _____ (6)	ROAD OR TRAIL NUMBER
ZONE _____ (10)	DISTRICT IS DIVIDED INTO ZONES FOR EASE OF ADMINISTRATION:
	_____
	_____
	_____
	_____
	_____
LOCATION _____ (15)	FOR EASE OF LOCATION-TRAVEL PLAN MAP AND MAPS PROVIDE PRECISE LOCATION USE DRAINAGE, LEGAL DESCRIPTION ETC.
STATUS _____(1)	A: ADDITION TO TRAVEL PLAN-GATE INSTALL D: DELETE FROM TRAVEL PLAN C: CHANGE IN SEASON LOCATION E: EXISTING P: PLANNED-GATE NOT INSTALLED.
DATE ____ (4)	YEAR CLOSURE WAS INSTALLED OR PLANNED FOR INSTALLATION,
TYPE ____ (4)	STD: STANDARD PR: POWDER RIVER WOOD: RUSTIC WOODEN GATE OBL: OBLITERATE ENTRANCE BAR: BARRIER SIGN: SIGN OTH: OTHER
R1 __ (2) R2 __ (2) R3 __ (2) R4 __ (2)	REASONS FOR CLOSURE (REASONS ARE SEGREGATED TO ALLOW FOR QUERYING) HS: HUNTING SEASON SR: SUMMER RANGE WR: WINTER RANGE RM: REDUCE ROAD MAINTAINENCE GB: GRIZZY BEAR SS: SENSITIVE SOILS PF: PROTECT FACILITIES RC: RECREATION CONFLICTS

MA _____ (12)

FOREST PLAN MANAGEMENT AREAS

SCHEDULE __ (1)

SCHEDULE	VEHICLES	BIKES	SNOWMOBILES
A	YEARLONG	YEARLONG	YEARLONG
B	YEARLONG	YEARLONG	OCT15-DEC01
C	OCT15-JUN15	OCT15-JUN15	OCT15-DEC01
D	OCT15-MAY15	OCT15-MAY15	OCT15-MAY15
E	OCT15-JUN15	OCT15-JUN15	OCT15-JUN15
F	OCT15-MAY15	OCT15-MAY15	OCT15-DEC01
G	DEC01-MAY15	DEC01-MAY15	DEC01-MAY15
H	OCT15-DEC01	OCT15-DEC01	OCT15-DEC01
J	APR01-JUN15	APR01-JUN15	APR01-JUN15
K	VARIABLE-SEE RANGER DISTRICT		

LOCKS_____ (10) _____

_____

_____

_____

_____

MILES_____ (4) MILES OF ROAD BEHIND CLOSURE

PROBLEMS_____ (50) RECORD OF VANDALISM, SAFETY, RESOURCE
_____ SAFETY AND OTHER PROBLEMS.
_____

MTCE NEEDS_____ (30) MAINTENANCE NEEDS INCLUDING SIGNS,
_____ REPAIRS,ETC.

REMARKS: _____ (30) ANY PERTINENT REMARKS
_____

EA: _____ (20) ENVIRONMENTAL ASSESSMENT THAT DOCUMENTED RATIONALE FOR GATE.

DESIGN RESTRICTIONS: _____ (30) DESIGN FEATURES THAT INFLUENCE ROAD
_____ MANAGEMENT
_____

Exhibit 3

ADVANCE NOTICE

THE AREA OR ROAD BEHIND THIS NOTICE IS PROPOSED
TO BE CLOSED TO ALL MOTORIZED VEHICLES NEXT YEAR
BEGINNING ON OR ABOUT _____
AND ENDING ON OR ABOUT _____

For information or to comment contact:

Forest Supervisor
Umatilla National Forest
2517 S.W. Hailey Avenue
Pendleton, OR 97801
(503) 276-3811

or

District Ranger
_____
_____
_____

Exhibit 4

United States Department of Agriculture

Forest Service

NOTICE

Motorized vehicles are

being used on this route

by the U.S. Forest Service

for administrative purposes

under provisions of 36 CFR 261.5.

Project Type: _____

_____

Project Schedule: _____

_____

PLEASE DO NOT BLOCK THE ROAD

For more information contact: _____

_____

_____

Phone _____